

ROUTING AND TRANSMITTAL SLIP		Date
		24 Mar 87
TO: (Name, office symbol, room number, building, Agency/Post)		Initials Date
1. EXA/DDA		<i>[Signature]</i> MAR 1987
2. DDA	25 MAR 1987	<i>[Signature]</i>
3. MS/DA		<i>[Signature]</i> 25 MAR 1987
4. DDA/Registry		
5.		
Action	File	Note and Return
Approval	For Clearance	Per Conversation
As Requested	For Correction	Prepare Reply
Circulate	For Your Information	See Me
Comment	Investigate	Signature
Coordination	Justify	

## REMARKS

ExDir has action.

Bill -

The only major change I see here is the restriction that NSC cannot conduct CA. (At the paperclip)

*[Signature]*

DO NOT use this form as a RECORD of approvals, concurrences, disposals, clearances, and similar actions

FROM: (Name, org. symbol, Agency/Post)

Room No.—Bldg.

Phone No.

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**EXECUTIVE SECRETARIAT**  
**ROUTING SLIP**

TO:

		ACTION	INFO	DATE	INITIAL
1	A/DCI		X		
2	DDCI				
3	EXDIR	(X)			
4	D/ICS				
5	DDI		X		
6	DDA		X		
7	DDO		X		
8	DDS&T		X		
9	Chm/NIC		X		
10	GC		X		
11	IG		X		
12	Compt		X		
13	D/OCA		X		
14	D/PAO				
15	D/PERS				
16	D/Ex Staff		X		
17					
18					
19					
20					
21					
22					
		SUSPENSE COB (25 Mar '87) Date			

## Remarks

To #3: Please prepare comments/concurrence for approval by A/DCI with transmittal letter for signature by Executive Secretary.

*HS*  
Executive Secretary  
23 Mar '87

Date

NATIONAL SECURITY COUNCIL  
WASHINGTON, D.C. 20505

March 23, 1987

90249

Executive Registry

87-1209X



MEMORANDUM FOR MR. DONALD GREGG  
Assistant to the Vice President  
for National Security Affairs  
Office of the Vice President

MR. MELVYN LEVITSKY  
Executive Secretary  
Department of State

COL JAMES F. LEMON  
Executive Secretary  
Department of Defense

Executive Secretary  
Central Intelligence Agency

CAPT JOSEPH C. STRASSER  
Executive Secretary  
Joint Chiefs of Staff

SUBJECT: NSDD Concerning Implementation of Tower Board  
Recommendations

At Tab I is a draft National Security Decision Directive concerning implementation of the Tower Board recommendations. The NSDD accounts for the Board's NSC "model", its subsidiary recommendations, and the accompanying implementation program.

The President has adopted all of the Tower Board's recommendations and promised to go beyond them to put the NSC's house in even better order. Thus, it is important that the President's actions to this end be vigorous -- and perceived as such. To this end, the President promised in his March 4 address to inform the Congress of his implementation efforts by the end of March.

I would appreciate your review of the draft NSDD and to receive your comments/concurrence by COB March 25, 1987.

Grant S. Green, Jr.  
Executive Secretary

Attachment  
As Stated

DDA REGISTRY  
FILE: 60-7

STAT

Implementation of the Recommendations of  
The President's Special Review Board

The President's Special Review Board submitted its Report on February 26, 1987. I addressed the nation on March 4 and announced first, that I endorse every one of the Board's recommendations; and second, that I intend to go beyond the Board's recommendations to put the National Security Council (NSC) process in even better order. This Directive spells out the specific steps I have approved to implement the letter and spirit of the Board's recommendations. Certain of these steps are already being taken. Additional measures will be required. This Directive sets forth the specific timetable according to which I expect all such measures to be completed. It is of utmost importance that the NSC -- including all members of and advisors to the NSC, the Assistant to the President for National Security Affairs, the NSC staff, and all other participants in the NSC process -- act decisively to accomplish fully my objectives.

I shall inform the Congress of the nature and progress of all these efforts prior to the end of March; I also shall call upon the Congress to heed the balance of the Board's recommendations, namely:

-- that no substantive change be made in the provisions of the National Security Act dealing with the structure and operation of the NSC system;

-- that the position of Assistant to the President for National Security Affairs not be made subject to Senate confirmation; and

-- that Congress replace the existing Intelligence Committees of the Senate and House of Representatives with a new joint committee with a restricted staff to oversee the intelligence community.

These recommendations of the President's Special Review Board I also strongly endorse.

I. Model for the NSC System.

The structure and procedures of the NSC shall incorporate, without exception, all aspects of the model of the NSC system described in the Report of the President's Special Review Board as the Board's principal recommendation. This directive implements that recommendation in each of the following respects:

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- organizing for national security, including provision of appropriate guidelines to participants in the NSC process;
- the role and functions of the Assistant to the President for National Security Affairs;
- the nature and responsibilities of the NSC staff; and
- the NSC and interagency process.

**A. Organizing for National Security.**

The NSC shall be the principal forum for consideration of national security policy issues requiring Presidential decision. The function of the NSC shall be as set forth in the National Security Act of 1947, as amended. Broadly speaking, the NSC shall advise me with respect to the integration of domestic, foreign, and military policies relating to the national security so as to enable Executive departments and agencies to cooperate more effectively in matters involving the national security.

Participation in the NSC shall be as provided by law and this Directive. Statutory members of the NSC include the President, the Vice President, the Secretary of State, and the Secretary of Defense. Other heads of Executive departments and agencies and senior officials within the Executive Office of the President shall participate in the NSC as provided in this Directive.

The Director of Central Intelligence and the Chairman of the Joint Chiefs of Staff are general statutory advisors to the NSC. The Director of Central Intelligence shall advise the NSC with respect to coordinating intelligence activities of Executive departments and agencies in the interest of national security. The Chairman of the Joint Chiefs of Staff shall be principal military advisor to me, the Secretary of Defense, and the NSC.

The Directors of the Arms Control and Disarmament Agency and United States Information Agency are special statutory advisors to the NSC. The Director of the Arms Control and Disarmament Agency shall be principal advisor to me, the Secretary of State, and the NSC on arms control and disarmament matters. The Director of the United States Information Agency shall be principal advisor to me, the Secretary of State, and the NSC on international informational, educational, and cultural matters.

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The Secretary of State shall be my principal foreign policy advisor. As such, he shall be responsible for the formulation of foreign policy, subject to review within the NSC process and my direction as appropriate, and for the execution of approved policy. I assign to the Secretary of State authority and responsibility, to the extent permitted by law and this Directive, for the overall direction, coordination, and supervision of the interdepartmental activities incident to foreign policy formulation, and the activities of Executive departments and agencies of the United States overseas. Such activities shall not include those of United States military forces operating in the field under the command of a United States area military commander, and such other military activities as I elect, as Commander-in-Chief, to conduct exclusively through military or other channels. Activities that are internal to the execution and administration of the approved programs of a single department or agency and which are not of such nature as to affect significantly the overall United States overseas program in a country or region are not considered to be activities covered within the meaning of this Directive.

The Secretary of Defense shall be my principal defense policy advisor. As such, he shall be responsible for the formulation of general defense policy, subject to review within the NSC process and my guidance as appropriate, for policy related to all matters of direct and primary concern to the Department of Defense, and for the execution of approved policy. I assign to the Secretary of Defense authority and responsibility, to the extent permitted by law and this Directive, for the overall direction, coordination, and supervision of the interdepartmental activities incident to defense policy formulation.

The Director of Central Intelligence shall be my principal adviser on intelligence matters. As such, he shall be responsible for the formulation of intelligence activities, policy and proposals, subject to review within the NSC process and my guidance as appropriate, as set forth in law and relevant Executive Orders. I assign to the Director of Central Intelligence authority and responsibility, to the extent permitted by law, Executive Order and this Directive, for the overall direction, coordination and supervision of the interdepartmental activities incident to intelligence matters.

Although taking part in the NSC system by virtue of official positions as heads of Executive departments or agencies or as senior officials within the Executive Office of the President,

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all NSC participants shall sit as advisors to the President in connection with my exercise of Presidential authority under the Constitution and laws of the United States. In their capacity as department and agency heads, NSC participants shall ensure the effective and expeditious execution and implementation of overall national security policies established by me. Execution and implementation of such policies shall not be the responsibility of the Assistant to the President for National Security Affairs or of the NSC staff except as the President specifically directs.

**B. The Assistant to the President for National Security Affairs.**

The Assistant to the President for National Security Affairs ("National Security Advisor") shall have primary responsibility for day-to-day management of the NSC process, and shall serve as principal advisor on my staff with respect to all national security affairs. He shall have access and report directly to me, and shall keep me and the Chief of Staff to the President fully and currently informed on all matters of substance.

As manager of the NSC process, the National Security Advisor shall ensure the following: that matters submitted for consideration by the NSC cover the full range of issues on which review is required; that those issues are fully analyzed; that a full range of options is considered; that the prospects and risks of each are examined; that all relevant intelligence and other information is available to NSC participants; that legal issues are addressed; and that difficulties in implementation are confronted. The National Security Advisor shall monitor policy implementation to ensure that policies are executed in conformity with the intent of Presidential decisions. He shall initiate periodic reassessments of policies and operations, in light of changed circumstances or United States interests. The National Security Advisor shall keep NSC participants informed of Presidential decisions. He shall ensure that NSC consultations and Presidential decisions are adequately recorded, and that appropriate preparations are made with respect to meetings convened under NSC auspices.

As my principal staff advisor on national security affairs, the National Security Advisor shall present his own views and advice and, at the same time, faithfully represent the views of other NSC participants.

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### **C. The NSC Staff**

The functions and responsibilities of the Executive Secretary of the NSC shall be as provided by the National Security Act of 1947, as amended. The Executive Secretary heads the NSC staff and, in accordance with applicable laws and regulations, appoints and fixes the compensation of personnel required to perform such duties as may be prescribed by the President, the NSC, or the National Security Advisor. The Executive Secretary shall establish procedures within the NSC Executive Secretariat for maximum effective support of the NSC and the National Security Advisor in performance of responsibilities assigned by the President. With the guidance and under the instruction of the National Security Advisor, the Executive Secretary shall develop and implement appropriate policies with respect to the overall size of the NSC staff, the background and experience of its members, the duration of their service, and the organization of staff offices. The objectives shall be twofold: first, an NSC staff that is small, highly competent, broadly experienced in the making of national security policy, and properly balanced from among Executive departments and agencies and persons drawn from within and outside government; and second, an NSC staff organization that imposes clear, vertical lines of control and accountability.

The Executive Secretary, through the National Security Advisor, shall recommend for my consideration specific measures designed to enhance the continuity of the functioning of the NSC, including measures to ensure adequate institutional recordkeeping from Administration to Administration. Specific recommendations for these purposes shall be made not later than June 30, 1987.

The NSC staff, through the Executive Secretary, shall assist the National Security Advisor in each aspect of his roles both as manager of the NSC process and as my principal staff advisor on national security affairs.

The NSC staff shall include a Legal Adviser whose particular responsibility it will be to provide legal counsel to the National Security Advisor, the Executive Secretary, and the NSC staff with respect to the full range of their activities, and to assist the National Security Advisor in ensuring that legal considerations are fully addressed in the NSC process and in interagency deliberations. The NSC Legal Adviser shall be accorded access to all information and deliberations as may be required for these purposes, and shall advise the National Security Advisor and Executive Secretary as appropriate on all matters within his responsibility. He shall work cooperatively with the Counsel to the President and with senior counsel to all NSC members, advisors, and participants.

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## **D. The NSC and Interagency Process**

### **1. NSC Meetings**

The NSC shall meet regularly to consider matters directed by me or recommended by the National Security Advisor or by other NSC members. The National Security Advisor shall attend all NSC meetings and shall be responsible for the agenda and conduct of such meetings under my direction. In addition to the statutory members of and general statutory advisors to the NSC, the Attorney General, the Secretary of the Treasury, and the Chief of Staff to the President at my invitation shall attend NSC meetings. The special statutory advisors to the NSC, the Director of the Office of Management and Budget, and the heads of other Executive departments and agencies shall be invited to attend such NSC meetings as relate to matters vested under their authority.

The National Security Advisor shall provide NSC participants advance notice of all NSC meetings and agenda therefor. To the extent practicable, he shall circulate decision documents in advance of such meetings. The Executive Secretary of the NSC and the NSC staff shall assist the National Security Advisor in connection with appropriate preparations for and follow-up to NSC meetings, as directed by me. Such assistance shall include the development and dissemination of decision documents and, as appropriate, study directives. All decision documents shall be submitted, for my review and action, through the National Security Advisor, and all National Security Decision Directives shall be coordinated by the NSC Legal Adviser with the Counsel to the President.

### **2. The Interagency Process**

To assist the NSC at large and its individual members and advisors in fulfilling their responsibilities, National Security Decision Directive (NSDD) Number 2 provided for the establishment of senior interagency groups and regional and functional interagency groups. The purpose of such groups was to establish policy objectives, develop policy options, make appropriate recommendations, consider the implications of agency programs for foreign policy or overall national security policy, and undertake such other activities as may be assigned by the NSC.

The NSC, through the National Security Advisor, shall review the senior interagency group and regional and functional interagency group structure established pursuant to or under authority of NSDD-2 and other NSDDs or applicable memoranda, and shall recommend all such changes thereto as may be necessary or desirable to realize fully and promptly in practice the Special Review Board's recommended model for the NSC system, as well as all of the Board's other, subsidiary recommendations. These include establishment of an interagency process in which the National Security Advisor chairs the senior level committees of the NSC. The National Security Advisor shall present, for consideration by the NSC, a draft National Security Decision Directive for this purpose not later than April 30, 1987.

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**II. Covert Actions and Use of Non-Government Personnel.**

NSDD-159 sets forth specific procedures for covert action policy approval and coordination. I have directed the Planning and Coordination Group (PCG), as provided in NSDD-159, to review all covert action programs. This review is designed to ensure that such programs are commenced and pursued in accordance with law and are consistent with United States policy. The PCG shall complete this review on an expedited basis. It shall report its findings to the NSC on or before April 30, 1987. The NSC promptly shall review all such programs and seek my concurrence in their continuation as appropriate. The NSC, through the National Security Advisor, shall review current procedures for covert action policy approval and coordination and shall recommend such changes as may be necessary or desirable to ensure, among other things, the following:

-- that all requirements of law concerning covert activities, including those requirements relating to Presidential authorization and Congressional notification, will be addressed timely and complied with fully;

-- consistent with the foregoing, that covert activities will be subject to tightly restricted consideration and the security of all information concerning such activities will be enhanced;

-- that the NSC staff itself will not undertake the conduct of covert activities; and

-- that the use of private individuals and organizations as intermediaries to conduct covert activities will be limited to exceptional cases and subject to close observation and supervision by appropriate Executive departments and agencies.

This review shall take fully into account such changes as I have authorized by this Directive to the structure of the NSC. The National Security Advisor shall present, for consideration by the NSC, a revised National Security Decision Directive on procedures for covert action policy approval and coordination not later than April 30, 1987.

**III. Intelligence Process.**

Maintaining the integrity and objectivity of the intelligence process is a salutary goal of the United States intelligence effort. Achievement of this goal demands, as the President's Special Review Board has stated, careful differentiation between the respective roles of foreign intelligence, on the one hand, and policy advocacy, on the other. The NSC shall provide

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such additional review of, guidance for and direction to the conduct of national foreign intelligence as may be required to accomplish fully this objective. The Director of Central Intelligence shall review established procedures for the production of national foreign intelligence and not later than July 31, 1987, shall recommend to the NSC, through the National Security Advisor, such modifications or additions thereto as may be appropriate for this purpose.

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